#### 109TH CONGRESS 2D SESSION

# S. 1215

To authorize the acquisition of interests in undeveloped coastal areas in order better to ensure their protection from development.

#### IN THE SENATE OF THE UNITED STATES

June 9, 2005

Mr. Gregg (for himself, Ms. Mikulski, Mr. Sarbanes, Mr. Biden, Mr. Corzine, Ms. Snowe, Mr. Reed, Ms. Cantwell, Mrs. Murray, Mr. Cochran, Mr. Kerry, Mr. Inouye, and Mrs. Feinstein) introduced the following bill; which was read twice and referred to the Committee on Commerce, Science, and Transportation

March —, 2006

Reported by Mr. Stevens, with an amendment in the nature of a substitute [Strike all after the enacting clause and insert the part printed in italic]

## A BILL

To authorize the acquisition of interests in undeveloped coastal areas in order better to ensure their protection from development.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 **SECTION 1. SHORT TITLE.**
- 4 This Act may be cited as the "Coastal and Estuarine
- 5 Land Protection Act".

### 1 SEC. 2. FINDINGS.

2	Congress finds the following:
3	(1) Coastal and estuarine areas provide impor-
4	tant nursery habitat for two-thirds of the nation's
5	commercial fish and shellfish, provide nesting and
6	foraging habitat for coastal birds, harbor significant
7	natural plant communities, and serve to facilitate
8	coastal flood control and pollutant filtration.
9	(2) The Coastal Zone Management Act of 1972
10	(16 U.S.C. 1451 et seq.) recognizes the national im-
11	portance of these areas and their ecological vulner
12	ability to anthropogenic activities by establishing a
13	comprehensive Federal-State partnership for pro-
14	tecting natural reserves and managing growth in
15	these areas.
16	(3) The National Estuarine Research Reserve
17	system established under that Act relies on the pro-
18	tection of pristine designated areas for long-term
19	protection and for the conduct of education and re-
20	search critical to the protection and conservation of
21	coastal and estuarine resources.
22	(4) Intense development pressures within the
23	coastal zone are driving the need to provide coasta
24	managers with a wider range of tools to protect and
25	conserve important coastal and estuarine areas.

1	(5) Protection of undeveloped coastal lands
2	through the acquisition of interests in property from
3	a willing seller are a cost-effective means of pro-
4	viding these areas with permanent protection from
5	development.
6	(6) Permanent protection of lands in the coast-
7	al zone is a necessary component of any program to
8	maintain and enhance coastal and estuarine areas
9	for the benefit of the Nation, including protection of
10	water quality, access to public beachfront, con-
11	serving wildlife habitat, and sustaining sport and
12	commercial fisheries.
13	(7) Federal-State-nongovernmental organization
14	pilot land acquisition projects have already substan-
15	tially contributed to the long-term health and viabil-
16	ity of coastal and estuarine systems.
17	(8) Enhanced protection of estuarine and coast-
18	al areas can be attained through watershed-based
19	acquisition strategies coordinated through Federal,
20	State, regional, and local efforts.
21	SEC. 3. ESTABLISHMENT OF COASTAL AND ESTUARINE
22	LAND PROTECTION PROGRAM.
23	(a) In General.—The Secretary of Commerce shall
24	establish a Coastal and Estuarine Land Protection Pro-
25	gram, in cooperation with appropriate State, regional, and

1	other units of government for the purposes of protecting
2	the environmental integrity of important coastal and estu-
3	arine areas, including wetlands and forests, that have sig-
4	nificant conservation, recreation, ecological, historical, or
5	aesthetic values, and that are threatened by conversion
6	from their natural, undeveloped, or recreational state to
7	other uses. The program shall be administered by the Na-
8	tional Ocean Service of the National Oceanic and Atmos-
9	pherie Administration through the Office of Ocean and
10	Coastal Resource Management.
11	(b) PROPERTY ACQUISITION GRANTS.—The Sec-
12	retary shall make grants under the program to coastal
13	States, except coastal States that have lost less than 1
14	percent of their wetlands to development or conversion to
15	other land uses by the date of enactment of this Act, with
16	approved coastal zone management plans or National Es-
17	tuarine Research Reserve units for the purpose of acquir-
18	ing property or interests in property described in sub-
19	section (a) that will further the goals of—
20	(1) a Coastal Zone Management Plan or Pro-
21	gram approved under the Coastal Zone Management
22	Act of 1972 (16 U.S.C. 1451 et seq.); or
23	(2) a National Estuarine Research Reserve
24	management plan; or

1	(3) a regional or State watershed protection
2	plan involving coastal States with approved coastal
3	zone management plans.
4	(e) Grant Process.—The Secretary shall allocate
5	funds to coastal States or National Estuarine Research
6	Reserves under this section through a competitive grant
7	process in accordance with guidelines that meet the fol-
8	lowing requirements:
9	(1) The Secretary shall consult with the State's
10	coastal zone management program, any National Es-
11	tuarine Research Reserve in that State, and the lead
12	agency designated by the Governor for coordinating
13	the establishment and implementation of this Act (if
14	different from the coastal zone management pro-
15	<del>gram).</del>
16	(2) Each participating State shall identify pri-
17	ority conservation needs within the State, the values
18	to be protected by inclusion of lands of the program,
19	and the threats to those values that should be avoid-
20	ed.
21	(3) Each participating State shall evaluate how
22	the acquisition of property or easements might im-
23	pact working waterfront needs.
24	(4) The applicant shall identify the values to be
25	protected by inclusion of the lands in the program,

1	management activities that are planned and the
2	manner in which they may affect the values identi-
3	fied, and any other information from the landowner
4	relevant to administration and management of the
5	<del>land.</del>
6	(5) Awards shall be based on demonstrated
7	need for protection and ability to successfully lever-
8	age funds among participating entities, including
9	Federal programs, regional organizations, State and
10	other governmental units, landowners, corporations,
11	or private organizations.
12	(6) Applications must be determined to be con-
13	sistent with the State's or territory's approved coast-
14	al zone plan, program and policies prior to submittal
15	to the Secretary.
16	(7) Priority shall be given to lands described in
17	subsection (a) that can be effectively managed and
18	protected and that have significant ecological or wa-
19	tershed protection value.
20	(8) In developing guidelines under this section,
21	the Secretary shall consult with other Federal agen-
22	cies and non-governmental entities expert in land ac-
23	quisition and conservation procedures.
24	(9) Eligible States or National Estuarine Re-
25	search Reserves may allocate grants to local govern-

1	ments or agencies eligible for assistance under sec-
2	tion 306A(e) of the Coastal Zone Management Act
3	of 1972 (16 U.S.C. 1455a) and may acquire lands
4	in cooperation with nongovernmental entities and
5	Federal agencies.
6	(10) The Secretary shall develop performance
7	measures that will allow periodic evaluation of the
8	program's effectiveness in meeting the purposes of
9	this section and such evaluation shall be reported to
10	Congress.
11	(d) MATCHING REQUIREMENTS.—
12	(1) In General.—The Secretary may not
13	make a grant under the program unless the Federal
14	funds are matched by non-Federal funds in accord-
15	ance with this subsection.
16	(2) Maximum Federal Share.—
17	(A) 75 PERCENT FEDERAL FUNDS.—No
18	more than 75 percent of the funding for any
19	grant under this section shall be derived from
20	Federal sources, unless such requirement is
21	specifically waived by the Secretary.
22	(B) WAIVER OF REQUIREMENT.—The Sec-
23	retary may grant a waiver of the limitation in
24	subparagraph (A) for underserved communities,
25	communities that have an inability to draw on

1	other sources of funding because of the small
2	population or low income of the community, or
3	for other reasons the Secretary deems appro-
4	<del>priate.</del>
5	(3) OTHER FEDERAL FUNDS.—Where financial
6	assistance awarded under this section represents
7	only a portion of the total cost of a project, funding
8	from other Federal sources may be applied to the
9	cost of the project. Each portion shall be subject to
10	match requirements under the applicable provision
11	of law.
12	(4) Source of matching cost share.—For
13	purposes of paragraph (2)(A), the non-Federal cost
14	share for a project may be determined by taking into
15	account the following:
16	(A) Land value may be used as non-Fed-
17	eral match if the lands are identified in project
18	plans and acquired within three years prior to
19	the submission of the project application or
20	after the submission of a project application
21	until the project grant is closed (not to exceed
22	3 years). The appraised value of the land at the
23	time of project closing will be considered the
24	non-Federal cost share.

1	(B) Costs associated with land acquisition,
2	land management planning, remediation, res-
3	toration, and enhancement may be used as non-
4	Federal match if the activities are identified in
5	the plan and expenses are incurred within the
6	period of the grant award. These costs may in-
7	clude either case or in-kind contributions.
8	(e) REGIONAL WATERSHED DEMONSTRATION
9	Project.—The Secretary may provide up to \$5,000,000
10	for a regional watershed protection demonstration project
11	that will meet the requirements of this section, and—
12	(1) leverages land acquisition funding from
13	other Federal land conservation or acquisition pro-
14	grams such that other Federal contributions, at a
15	minimum, equal the amounts provided by the Sec-
16	retary;
17	(2) involves partnerships from a broad spec-
18	trum of Federal, State, and non-governmental enti-
19	<del>ties;</del>
20	(3) provides for the creation of conservation
21	corridors and preservation of unique coastal habitat;
22	(4) protects largely unfragmented habitat under
23	imminent threat of development or conversion.

1	(5) provides water quality protection for areas
2	set aside for research under the National Estuarine
3	Research Reserve program; and
4	(6) provides a model for future regional water-
5	shed protection projects.
6	(f) Reservation of Funds for National Estua-
7	RINE RESEARCH RESERVE SITES.—No less than 15 per-
8	cent of funds made available under this section shall be
9	available for acquisitions benefiting National Estuarine
10	Research Reserve acquisitions.
11	(g) Limit on Administrative Costs.—No more
12	than 5 percent of the funds made available to the Sec-
13	retary under this section shall be used by the Secretary
14	for planning or administration of the program. The Sec-
15	retary shall provide a report to Congress with an account
16	of all expenditures under this section for fiscal year 2006,
17	fiscal year 2007, and triennially thereafter.
18	(h) TITLE AND MANAGEMENT OF ACQUIRED PROP-
19	ERTY.
20	(1) In General.—If any property is acquired
21	in whole or in part with funds made available
22	through a grant under this section, the grant recipi-
23	ent shall provide such assurances as the Secretary
24	may require that—

1	(A) the title to the property will be held by
2	the grant recipient or other appropriate public
3	agency designated by the recipient in per-
4	petuity;
5	(B) the property will be managed in a
6	manner that is consistent with the purposes for
7	which the land entered into the program and
8	shall not convert such property to other uses;
9	and
10	(C) if the property or interest in land is
11	sold, exchanged, or divested, funds equal to the
12	correct value will be returned to the Secretary,
13	for re-distribution in the grant process.
14	(2) Conservation Easement.—In this sub-
15	section, the term "conservation easement" includes
16	an easement, recorded deed, or interest deed where
17	the grantee acquires all rights, title, and interest in
18	a property, that do not conflict with the goals of this
19	Act except those rights, title, and interests that may
20	run with the land that are expressly reserved by a
21	grantor and are agreed to at the time of purchase.
22	(i) DEFINITIONS.—In this section, the term "coastal
23	State" has the meaning given that term by section 304(4)
24	of the Coastal Zone Management Act of 1972 (16 U.S.C.
25	1453(4)), and any other term used in this section that

1	is defined in section 304 of that Act has the meaning given
2	that term in that section.
3	(j) AUTHORIZATION OF APPROPRIATIONS.—There
4	are authorized to be appropriated to the Secretary—
5	(1) such sums as may be necessary for each of
6	fiscal years 2006 through 2009 to carry out this sec-
7	tion (other than subsection (e)); and
8	(2) \$5,000,000 for fiscal year 2006 to carry out
9	subsection (e), such sum to remain available without
10	fiscal year limitation.
11	SEC. 4. ASSISTANCE FROM OTHER AGENCIES.
12	Section 310(a) of the Coastal Zone Management Act
13	of 1972 (16 U.S.C. 1456c(a)) is amended by striking "any
14	qualified person for the purposes of earrying out this sub-
15	section." and inserting "any other Federal agencies (in-
16	cluding interagency financing of Coastal America activi-
17	ties) and any other qualified person for the purposes of
18	carrying out this section.".
19	SECTION 1. SHORT TITLE.
20	This Act may be cited as the "Coastal and Estuarine
21	Land Protection Act".
22	SEC. 2. FINDINGS.
23	Congress finds the following:
24	(1) Coastal and estuarine areas provide impor-
25	tant nursery habitat for two-thirds of the nation's

- 1 commercial fish and shellfish, provide nesting and 2 foraging habitat for coastal birds, harbor significant 3 natural plant communities, and serve to facilitate 4 coastal flood control and pollutant filtration. 5 (2) The Coastal Zone Management Act of 1972 6 (16 U.S.C. 1451 et seg.) recognizes the national im-7 portance of these areas and their ecological vulner-8 ability to anthropogenic activities by establishing a 9 comprehensive Federal-State partnership for pro-10 tecting natural reserves and managing growth in 11 these areas. 12 The National Estuarine Research Reserve 13 sustem established under that Act relies on the protec-14 tion of pristine designated areas for long-term protec-15 tion and for the conduct of education and research 16 critical to the protection and conservation of coastal 17 and estuarine resources. 18 (4) Intense development pressures within the 19 coastal watershed are driving the need to provide 20 coastal managers with a wider range of tools to pro-21 tect and conserve important coastal and estuarine 22 areas. 23
  - (5) Protection of undeveloped coastal lands through the acquisition of interests in property from a willing seller are a cost-effective means of providing

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1	these areas with permanent protection from develop-
2	ment.
3	(6) Permanent protection of lands in the coastal
4	zone is a necessary component of any program to
5	maintain and enhance coastal and estuarine areas for
6	the benefit of the Nation, including protection of
7	water quality, access to public beachfront, conserving
8	wildlife habitat, and sustaining sport and commercial
9	fisheries.
10	(7) Federal-State-nongovernmental organization
11	pilot land acquisition projects have already substan-
12	tially contributed to the long-term health and viabil-
13	ity of coastal and estuarine systems.
14	(8) Enhanced protection of estuarine and coastal
15	areas can be attained through watershed-based acqui-
16	sition strategies coordinated through Federal, State,
17	regional, and local efforts.
18	(9) Conserving coastal and estuarine landscapes
19	can support the traditional economic and natural re-
20	source bases of communities in the coastal watershed,
21	including well-managed forests that demonstrate out-
22	standing ecological, recreational, historical, and aes-

thetic attributes.

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1	SEC. 3. ESTABLISHMENT OF COASTAL AND ESTUARINE
2	LAND PROTECTION PROGRAM.
3	(a) In General.—The Secretary of Commerce shall
4	establish a Coastal and Estuarine Land Protection Pro-
5	gram, in cooperation with appropriate State, regional, and
6	other units of government for the purposes of protecting the
7	environmental integrity of important coastal and estuarine
8	areas, including wetlands and forests, that have significant
9	conservation, recreation, ecological, historical, or aesthetic
10	values, and that are threatened by conversion from their
11	natural, undeveloped, or recreational state to other uses.
12	The program shall be administered by the National Ocean
13	Service of the National Oceanic and Atmospheric Adminis-
14	tration through the Office of Ocean and Coastal Resource
15	Management.
16	(b) Property Acquisition Grants.—The Secretary
17	shall make grants under the program to coastal States with
18	approved coastal zone management plans or National Estu-
19	arine Research Reserve units for the purpose of acquiring
20	property or interests in property described in subsection (a)
21	that will further the goals of—
22	(1) a Coastal Zone Management Plan or Pro-
23	gram approved under the Coastal Zone Management
24	Act of 1972 (16 U.S.C. 1451 et seq.); or
25	(2) a National Estuarine Research Reserve man-
26	agement plan; or

1	(3) a regional or State watershed protection plan
2	involving coastal States with approved coastal zone
3	management plans.
4	(c) Grant Process.—The Secretary shall allocate
5	funds to coastal States or National Estuarine Research Re-
6	serves under this section through a competitive grant proc-
7	ess in accordance with guidelines that meet the following
8	requirements:
9	(1) The Secretary shall consult with the State's
10	coastal zone management program, any National Es-
11	tuarine Research Reserve in that State, and the lead
12	agency designated by the Governor for coordinating
13	the implementation of this Act (if different from the
14	coastal zone management program).
15	(2) Each participating State shall identify pri-
16	ority conservation needs within the State, the values
17	to be protected by inclusion of lands of the program,
18	and the threats to those values that should be avoided.
19	(3) Each participating State shall evaluate how
20	the acquisition of property or easements might impact
21	working waterfront needs.
22	(4) The applicant shall identify the values to be
23	protected by inclusion of the lands in the program,
24	management activities that are planned and the man-
25	ner in which they may affect the values identified,

1	and any other information from the landowner rel-
2	evant to administration and management of the land.
3	(5) Awards shall be based on demonstrated need
4	for protection and ability to successfully leverage
5	funds among participating entities, including Federal
6	programs, regional organizations, State and other
7	governmental units, landowners, corporations, or pri-
8	vate organizations.
9	(6) The governor, or the lead agency designated
10	by the governor for coordinating the implementation
11	of this Act, shall determine that the application is
12	consistent with the State's or territory's approved
13	coastal zone plan, program and policies prior to sub-
14	mittal to the Secretary.
15	(7) Priority shall be given to lands described in
16	subsection (a) that can be effectively managed and
17	protected and that have significant ecological or wa-
18	tershed protection value.
19	(8) In developing guidelines under this section,
20	the Secretary shall consult with other Federal agen-
21	cies and non-governmental entities with expertise in
22	land acquisition and conservation procedures.
23	(9) Eligible States or National Estuarine Re-
24	search Reserves may allocate grants to local govern-
25	ments or agencies eligible for assistance under section

1	306A(e) of the Coastal Zone Management Act of 1972
2	(16 U.S.C. 1455a) and may acquire lands in coopera-
3	tion with nongovernmental entities and Federal agen-
4	cies.
5	(10) The Secretary shall develop measures that
6	will ensure that property or interests in property ac-
7	quired in whole or in part through the use of funds
8	under the program are acquired only from willing
9	sellers.
10	(11) The Secretary shall develop performance
11	measures that will allow periodic evaluation and re-
12	porting of the program's effectiveness in accom-
13	plishing its purposes.
14	(d) Matching Requirements.—
15	(1) In General.—The Secretary may not make
16	a grant under the program unless the Federal funds
17	are matched by non-Federal funds in accordance with
18	this subsection.
19	(2) Maximum federal share.—
20	(A) 75 PERCENT FEDERAL FUNDS.—No
21	more than 75 percent of the funding for any
22	project under this section shall be derived from
23	Federal sources, unless such requirement is spe-
24	cifically waived by the Secretary.

1	(B) Waiver of requirement.—The Sec-
2	retary may grant a waiver of the limitation in
3	subparagraph (A) for underserved communities,
4	communities that have an inability to draw on
5	other sources of funding because of the small pop-
6	ulation or low income of the community, or for
7	other reasons the Secretary deems appropriate.
8	(3) Other federal funds.—Where financial
9	assistance awarded under this section represents only
10	a portion of the total cost of a project, funding from
11	other Federal sources may be applied to the cost of the
12	project. Each portion shall be subject to match re-
13	quirements under the applicable provision of law.
14	(4) Source of matching cost share.—For
15	purposes of paragraph $(2)(A)$ , the non-Federal cost
16	share for a project may be determined by taking into
17	account the following:
18	(A) Land value may be used as non-Federal
19	match if the lands are identified in project plans
20	and acquired within three years prior to the sub-
21	mission of the project application or after the
22	submission of a project application until the
23	project grant is closed (not to exceed 3 years).
24	The appraised value of the land at the time of
25	project closing will be considered the non-Federal

1	cost share. The value of land that is held by a
2	nongovernmental organization may be used for
3	such purpose if it is held in perpetuity by a
4	qualified conservation organization, as deter-
5	mined by the Secretary.
6	(B) Costs associated with land acquisition,
7	land management planning, remediation, res-
8	toration, and enhancement may be used as non-
9	Federal match if the activities are identified in
10	the plan and expenses are incurred within the
11	period of the grant award. These costs may in-
12	clude either cash or in-kind contributions.
13	(e) Regional Watershed Demonstration
14	Project.—The Secretary may provide up to \$5,000,000
15	for a regional watershed protection demonstration project
16	that—
17	(1) leverages land acquisition funding from other
18	Federal land conservation or acquisition programs
19	such that other Federal contributions, at a minimum,
20	equal the amounts provided by the Secretary;
21	(2) involves funding from and participation by
22	multiple Federal, State, and non-governmental enti-
23	ties;
24	(3) provides for the creation of conservation cor-
25	ridors and preservation of unique coastal habitat;

1	(4) protects largely unfragmented habitat under
2	imminent threat of development or conversion;
3	(5) provides water quality protection for areas
4	set aside for research under the National Estuarine
5	Research Reserve program; and
6	(6) provides a model for future regional water-
7	shed protection projects.
8	(f) Reservation of Funds for National Estua-
9	RINE RESEARCH RESERVE SITES.—No less than 15 percent
10	of funds made available under this section shall be available
11	for acquisitions benefiting National Estuarine Research Re-
12	serve acquisitions.
13	(g) Limit on Administrative Costs.—No more than
14	5 percent of the funds made available to the Secretary under
15	this section shall be used by the Secretary for planning or
16	administration of the program. The Secretary shall provide
17	a report to Congress with an account of all expenditures
18	under this section for fiscal year 2007 and triennially there-
19	after.
20	(h) Title and Management of Acquired Prop-
21	ERTY.—
22	(1) In General.—If any property is acquired in
23	whole or in part with funds made available through
24	a grant under this section, the grant recipient shall

1	provide such assurances as the Secretary may require
2	that—
3	(A) the title to the property will be held by
4	the grant recipient or another appropriate public
5	agency designated by the recipient in perpetuity;
6	(B) the property will be managed in a
7	manner that is consistent with the purposes for
8	which the land entered into the program and
9	shall not convert such property to other uses; and
10	(C) if the property or interest in land is
11	sold, exchanged, or divested, funds equal to the
12	correct value will be returned to the Secretary,
13	for re-distribution in the grant process.
14	(2) Conservation easement.—In this sub-
15	section, the term "conservation easement" includes an
16	easement, recorded deed, or interest deed where the
17	grantee acquires all rights, title, and interest in a
18	property, that do not conflict with the goals of this
19	Act except those rights, title, and interests that may
20	run with the land that are expressly reserved by a
21	grantor and are agreed to at the time of purchase.
22	(i) Definitions.—In this section, the term "coastal
23	State" has the meaning given that term by section 304(4)
24	of the Coastal Zone Management Act of 1972 (16 U.S.C.
25	1453(4)), and any other term used in this section that is

1	defined in section 304 of that Act has the meaning given
2	that term in that section.
3	(j) AUTHORIZATION OF APPROPRIATIONS.—There are
4	authorized to be appropriated to the Secretary—
5	(1) \$60,000,000 for each of fiscal years 2007
6	through 2010 to carry out this section (other than
7	subsection (e)); and
8	(2) \$5,000,000 for fiscal year 2007 to carry out
9	subsection (e), such sum to remain available without
10	fiscal year limitation.

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